

Final Report
April 2009

The Evolution of Tobacco Industry-Sponsored Adult-Only Facilities in California: A Case Study

California Department of Public Health
California Tobacco Control Program

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Acknowledgments

We would like to thank the following individuals for their valuable contributions to this report:

Lora Liu
Parasto Jouharzadeh, M.P.H
Luanne Rohrbach, Ph.D., M.P.H.
Daniel Soto
Madé Wenten, M.S., M.P.H.

This report was completed with support from the California Department of Public Health Services, California Tobacco Control Program, under contract number 00-91890. Funding is provided by the Tobacco Tax and Health Protection Act of 1988 (Proposition 99).

Suggested citation

Cruz, T. B., D. V. Schuster, and V. Andreeva-Cook, (2008). *The Evolution of Tobacco Industry-Sponsored Adult-Only Facilities in California: A Case Study*. Alhambra, California: University of Southern California.

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Abstract

Objective: To monitor the extent and type of tobacco promotions in facilities limited to adults, including tobacco-sponsored bar nights, fraternity parties, and adult-only facilities (AOFs) at general audience events.

Methods: The Tobacco Industry Monitoring Evaluation (TIME) Project monitored bar advertisements (ads) in newspapers and magazines in California from 1996 to 2003; observed tobacco-sponsored events with AOFs from 1996 to 2004; and collected and analyzed bar observations in 2002, 2003, and 2004. Bar promotions were identified for 2000, 2003, and 2004. Additionally, literature on adult-only promotions was reviewed. These data sources were combined to produce a report on the origins and evolution of tobacco-related promotional activities in AOFs in California.

Results: Between 1996 and 2004, there were changes in the ways tobacco company bar nights were advertised. Bar names were listed in tobacco brand ads in weekly entertainment newspapers between 1996 and 2003, but these ads declined in prevalence after 1999 and almost disappeared by 2002. From 2001 to 2004, some tobacco brand ads in weekly newspapers and magazines featured 1-800 numbers that could be called in order to win a prize or trip. Calls to these telephone numbers yielded information about upcoming bar promotions. In 2003 and 2004, adults receiving direct mail promotions for specific tobacco brands learned of some bar promotions by logging onto password-protected Web sites.

Beginning in 2000, tobacco companies alerted the California Attorney General of upcoming promotions involving distribution of free samples. In 2003, there were 332 California bar promotions announced on Web sites, through toll-free numbers, and in lists of upcoming events sent to the California Attorney General. Most of the promotions were for United States Smokeless Tobacco Company (USST), followed by Marlboro, then Kool. In 2004, R.J. Reynolds notified the California Attorney General of a new tobacco sampling effort that would take place in California bars, following a year without routine bar promotions. In that same year, the Camel marketing crews listed over 30,000 bar visits they might make to distribute packs of cigarettes.

The nature of bar promotions also changed over time. In 1999 and 2000, tobacco industry bar promotions focused on entertainment, but in 2003, the emphasis on entertainment diminished and turned instead to generating names for marketing databases and distributing samples. Fraternity promotions were relatively infrequent compared to bar promotions, with 40 fraternity promotions sponsored by USST in 2003. Most fraternity promotions were in rural and suburban counties at colleges with agricultural programs. Public events such as auto races and rodeos had tobacco-sponsored AOFs from 1996 to 2004,

providing free tobacco samples, coupons, and/or sign-ups for possible prizes. Youth access to the booths became more restricted in 2000, as a result of monitoring and enforcement efforts. The facilities at public events also became more elaborate in their exterior appearance and interior games, helping fans to make a positive association between tobacco brands and certain sports.

Implications: Monitoring and enforcement efforts that contribute to changes in tobacco product promotions should be funded and maintained. When regulations and settlement agreements cannot be used to control adult-only promotions, then tobacco control projects should collaborate with key people organizing these events and venues to reduce tobacco influence. Counter-marketing efforts in bars and fraternities should be aimed at the bar staff and fraternity leaders who can help denormalize tobacco use and inoculate patrons against the risks of occasional tobacco use. Policies should be enacted to reduce or eliminate distribution of free tobacco samples. Research should be supported to explore legal avenues to protect consumers from tobacco promotions aimed at adults. These combined measures could also help protect patrons against the likely sequelae of direct mail promotions.

Introduction

Tobacco marketing in locations restricted to adults has become increasingly important to the tobacco industry in recent years. Restrictions imposed by the Master Settlement Agreement (MSA) and Smokeless Tobacco MSA (STMSA) in 1998 were designed to protect youth from tobacco advertising and promotions (National Association of Attorneys General, 1998). However, few restrictions were placed on promotions designed for adults only. Since that time there has been a shift in tobacco advertising expenditures away from advertising that is visible to the public and toward promotions that are less visible and geared more for smokers, such as price discounts and value-added sales (Pierce and Gilpin, 2004).

First-time tobacco users are still important targets. The tobacco industry understands that most tobacco users do not change brands once they have settled on a first steady choice (Pollay, 2000). The ideal users (from the manufacturer's perspective) go through a series of stages leading from experimentation, to loyalty to a particular brand, to increased consumption as they age and become mature smokers (Ling and Glantz, 2002b; Wayne and Connolly, 2002). Promotions that reach individuals during the stages of contemplating or experimenting with tobacco use are therefore popular marketing strategies. Because 95 percent of all smokers begin smoking by age 25, the early years are critically important in helping young adult smokers settle on a brand for life, thus helping the tobacco companies' gain in total brand share (Pollay, 2000).

Tobacco marketing has been aimed at settings associated with "tunnels of influence," that is, phases or stages of life during which young adults often experiment and experience change, such as colleges, fraternities, bars, and the military (Ling and Glantz, 2002b). In recent years, bars have been identified as locations in which young adults are open to trying new things, influenced by friends and alcohol, receptive to tobacco marketing, and thinking mainly about having a good time (Beiner and Albers, 2003; Ling and Glantz, 2002a).

Tobacco industry documents indicate that music, sports, and social activities are important environments in marketing to young adults, in that they can help associate smoking with a fun, normal adult life (Ling and Glantz, 2002b). Because the number of smokers in this age group far exceeds the number under the age of 18, continued growth in marketing aimed at this critical target population is likely to occur.

Background

In 1998, the MSA and the STMSA were signed between leading tobacco manufacturers and 46 states' Attorneys General. The agreements placed

restrictions on outdoor advertising highly visible to youth, but few restrictions on tobacco advertising and promotions that take place in age-restricted facilities at public events (e.g., rodeos, festivals, and concerts), bars/nightclubs, and fraternity parties.

The MSA and the STMSA define AOFs as:

“A facility or restricted area (whether open-air or enclosed) where the operator ensures or has a reasonable basis to believe (such as by checking identification (ID) as required under state law, or by checking the ID of any person appearing to be under the age of 27) that no underage person is present.” (National Association of Attorneys General, 1998)

Three main types of AOFs have been documented: (1) bars or clubs for adults that periodically have a tobacco promotion or tobacco marketing crew on-site; (2) booths, tents, or big rig trucks that include an enclosed attraction restricted to adults, at an event or site that is open to the public, such as a tobacco booth at a rodeo; and (3) college fraternities that are accessible to students. Each of these types of promotions is supposed to require proof of age for guests entering the room in which a tobacco product promotion is taking place. At times, entry may be limited to adults who state they are tobacco users or who received an invitation via direct mail from the tobacco company (Cruz, Soto, and Jouharzadeh, 2005a).

The purposes of AOFs vary, but typically involve building awareness of a particular tobacco brand in a selected adult demographic group, encouraging experimentation through product sample and coupon distribution, and generating names and other information for customer databases to be used for direct mail marketing (Beiner and Albers, 2003; Sepe, Ling, and Glantz, 2002; Katz and Lavac, 2002; Lewis, Delnevo, and Slade, 2004; Lewis et al., 2004a, 2004b). Promotional activities such as offers of coupons and free tobacco samples, sponsorship of popular events, and direct mail can encourage the trial of a product by nonusers as well as maintain existing users (Kotler, 1987).

Cigarette manufacturers' promotional expenditures, including amounts spent for public entertainment, have increased since the advent of the MSA (Pierce and Gilpin, 2004). In 2002, \$253.1 million of the total cigarette advertising and promotional budget was earmarked for public entertainment, a 30 percent increase over the pre-MSA expenditure of \$195.2 million in 1997 (Federal Trade Commission [FTC], 2004). Most of the 2002 entertainment expenditure, 86.5 percent, or \$219 million (1.8 percent of the total cigarette advertising and promotions budget), was for adult-only entertainment marketing. The companies spent an additional \$28.8 million in 2002 for distribution of free tobacco samples and coupons that could be exchanged without payment for free cigarettes (FTC, 2004).

On the other hand, spending on public entertainment by the smokeless tobacco companies decreased seven percent between 1997 and 2001, from \$19.5 million to \$18.1 million. In 2001, the \$18.1 million spent on public entertainment reflected approximately eight percent of their advertising and promotion budget. The companies spent an almost equivalent amount, \$17.9 million, on free smokeless tobacco samples or coupons to exchange for free samples. Expenditures on AOFs were not broken out separately (FTC, 2003).

The industry's use of AOFs for marketing purposes may have implications for smoking initiation among young adults. Previous studies have noted such changes in tobacco marketing practices and parallel increases in smoking in this population (Sepe and Glanz, 2002; Sepe, Ling, and Glantz, 2002; Biener and Albers, 2003).

A 2005 study conducted by Rigotti, Moran, and Wechsler was the first to document that exposure to on-site tobacco promotions for young adults (age 18-24) is associated with tobacco use. Among 119 colleges in 38 states, students at all but one school (99.2 percent) reported exposure to a tobacco promotion at a bar, nightclub, or campus social event. During the 2000-2001 academic year, 8.5 percent of students reported attending an event where sampling occurred. Further, student attendance at tobacco industry-sponsored events was associated with a higher smoking prevalence. Among non-smokers, students exposed to a tobacco promotional event had higher odds of being a current smoker at the time of the survey, suggesting that exposure to these promotions may encourage the initiation of smoking among young adults. The evidence suggests that tobacco companies have been successful in integrating promotional activities within campus environments (Hammond et al., 2005).

Purpose of Study

The tobacco industry has capitalized on the largely unrestricted marketing environments provided by AOFs. Smoking rates among 18- to 24-year-old adults are higher than among other age groups in California (California Department of Public Health [CDPH], 2005). Researchers have suggested that young adults may be more exposed or more vulnerable to tobacco marketing activities compared to other age groups (Beiner and Albers, 2003; Rigotti, Moran, and Wechsler, 2005). To effectively counter these promotions, an understanding of AOFs is needed. Thus, the purpose of this study was to analyze developments in AOFs before and after the MSA and the STMSA in order to make recommendations for future tobacco control efforts.

Methods

The TIME Project at the University of Southern California conducted an evaluation to examine characteristics and changes in tobacco-sponsored AOF marketing before and after MSA and the STMSA. This study has drawn upon

data from a series of short and long-term studies, as well as lists of promotions compiled by the TIME Project as described below. The lists were designed to understand tobacco advertising in newspapers and magazines, and tobacco sponsorship at public events. The lists were designed to alert local tobacco control projects to tobacco promotions being held throughout California. These multiple data sources were analyzed to document and interpret current and former promotional activities at age-restricted facilities set up at public events, fraternity parties, and bars.

Data on tobacco industry advertising in newspapers and magazines were drawn from the TIME study of advertising content in weekly entertainment newspapers (Unger and Cruz, 2005; Cruz et al., 2003a). Seven weekly entertainment newspapers in California were monitored in five cities between 1996 and 2000. In 2001, 2002, and 2003, six weekly newspapers were monitored. Of the seven papers originally studied, five were continued, one stopped publishing, one was dropped because it was duplicative of another newspaper monitored in the same city, and one was added for the Sacramento area as bar nights became more established in that region of the state. From 1996 to 2000, 18 magazines were monitored. This sample increased to 20 magazines in 2001, 2002, and 2003 with the addition of two ethnic audience publications.

Data on tobacco industry sponsorship was drawn from the TIME study of tobacco marketing in California from 1996 to 2000 and the TIME study of tobacco-sponsored events in California in 2001, 2002, and 2003 (Cruz et al. 2001; Cruz et al. 2003b; Cruz, Soto, and Jouharzadeh 2005a). As part of the TIME study on sponsorship, approximately 60 tobacco-sponsored public events were observed each year in 2001, 2002, and 2003, yielding information on AOFs at public events.

Data on bar promotions was drawn from several sources between 1996 and 2004. From 1996 to 1999, our study of magazine and newspaper ads provided data on the brand sponsors, cities, and types of ads used for tobacco bar promotions. On-site observations of bar promotions were voluntarily provided by tobacco control projects during this time (Cruz et al., 2001). In 2000, announcements of upcoming bar promotions were compiled retroactively from bar night ads in seven weekly newspapers, and occasional notices from the California Attorney General. In 2003 and 2004, the TIME Project received monthly lists of bar promotions from the California Attorney General for USST (in 2003 and 2004), Marlboro (in 2003 and 2004), and Camel (in 2004). Bar events were also found through some direct mail materials, toll-free telephone numbers, and tobacco brand Web sites (Cruz, Soto, and Jouharzadeh, 2005b). The TIME Project added tobacco industry promotions to the lists after the events, based on reports by tobacco control advocates who observed the promotions in their communities. As a result of these combined efforts, it was possible to retroactively compile and analyze lists of all announced or planned bar promotions for 2000, 2003, and 2004 (but not 2001 or 2002, because newspaper

lists and the California Attorney General lists did not yield complete bar promotion data for those years). It should be noted that the data on announced or upcoming bar and fraternity promotions in this report may include “no-shows,” in which the tobacco companies announced an event but did not show up.

On-site event and bar observations were conducted by TIME staff and tobacco control staff and volunteers working on a statewide campaign called Project Sponsorship Mission: Avoid Reliance on Tobacco (SMART) Money. After they were turned in, the observation forms were reviewed by the TIME Project to see if there were possible marketing violations of MSA and STMSA Section III(g) or California tobacco sampling laws (California Health and Safety Code Section 118950 and California Business and Professions Code Sections 17537.3, 17207, 17534, and 17535).

Bar observations for tobacco industry promotions were voluntarily conducted and submitted to the TIME Project. From March 1, 2003 to March 31, 2004, there was a relatively high number of bar observations submitted, so this time period was selected to further analyze the event characteristics noted in the bar observation forms. This convenience sample included 59 announced tobacco promotions in bars in California. The AOF observation form used at that time is located in Appendix A.

Data from event observations was entered into Microsoft Excel and then imported into SAS version nine for analysis. Frequencies and percents were computed for all categorical variables. Key characteristics included event date, location, and other characteristics (e.g., free tobacco samples, promotional items with brand names, contact information collected, and attendee demographics). Characteristics of AOFs were reported by tobacco brand/corporation. AOFs were either corporate-sponsored (e.g., USST) or brand-sponsored (e.g., by Marlboro, Kool, Camel, or Basic).

Results

The Advent of Bar Promotions

Staged marketing opportunities at AOF venues, such as bars and nightclubs, are not a new phenomenon. The trend toward “field marketing,” or person-to-person interaction at social venues, began in the mid-1980s as tobacco companies developed plans for using parties, bars, and concerts as a way to reach young adult smokers (Sepe, Ling, and Glantz, 2002). These plans included live music, contests, games, and sampling of tobacco products. Teams of young, attractive tobacco marketing staff distributed free cigarettes, and other brand merchandise.

To compete for young smokers, creative and attention-getting promotions were introduced, such as body art exhibitions, talent and celebrity look-alike contests, and band competitions (Katz and Lavack, 2002). In preparation for these events,

tobacco company representatives assembled bar promotional kits complete with ashtrays, coasters, bar towels, napkins, neon message boards, and other similar items (Promotional Marketing Inc., 1989). These items solidified brand presence in the bars both during and after promotional events (Sepe, Ling, and Glantz, 2002).

A 1990 Brown and Williamson document discussed the utility of bar promotions to encourage product trial:

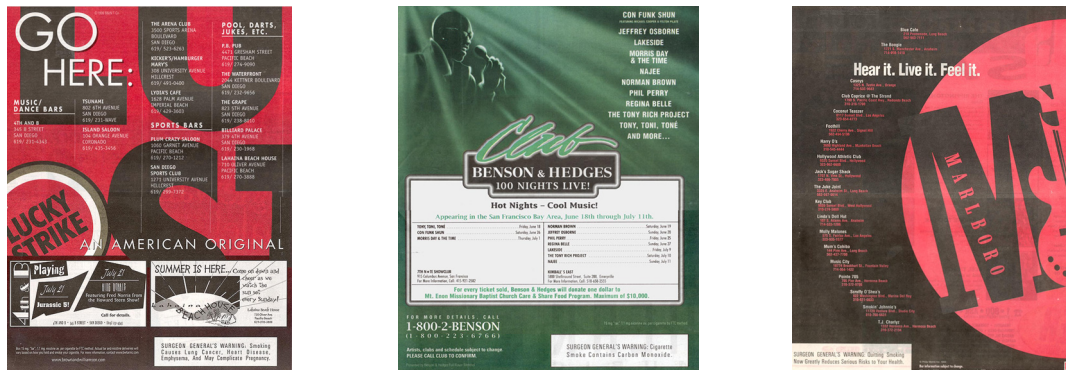
“Bars are an excellent venue to promote brand awareness and generate quality trial. People who frequent these locations are generally over 21 years of age or older (sic) and are known to smoke and drink. They are sociable people and generally receptive to new things (Promotional Marketing 1988).”

Contests and sweepstakes provided an efficient mechanism for name generation and consumer research. Names collected at events were entered into tobacco company marketing databases, enabling further communication with patrons via direct mail. Such promotional activities easily established personal relationships between tobacco companies and tobacco users (Lewis et al., 2004b). In the case of bar promotions, tobacco companies recognized that this strategy also served to strengthen relationships between the tobacco industry and bar owners (Sepe, Ling, and Glantz, 2002). Such relationships were solidified as tobacco companies initiated formal agreements with participating club owners, offering free publicity in exchange for their participation in bar promotions. Recognizing the potential to encourage smoking through peer influence, financial incentives—upwards of \$12,000—were also provided to club owners and staff as part of a “trend influence” marketing strategy (KBA, 1994).

Print Advertising for Bar Promotions

Newspaper ads for tobacco-sponsored bar nights grew in frequency during the 1990s (Cruz et al., 2000). Weekly entertainment newspapers served as the primary vehicle for event promotion, an advertising strategy first initiated by R.J. Reynolds (Sepe and Glantz, 2002). A trend in newspaper advertising for tobacco bar nights was first observed by the TIME Project in 1996 (Cruz et al., 1998). Large one- to four-page spreads, publicizing tobacco-sponsored nights at bars, clubs, lounges, and auditoriums were placed in urban entertainment newspapers in Los Angeles, San Diego, and San Francisco (See Figure 1).

Figure 1. Bar Night Advertisements

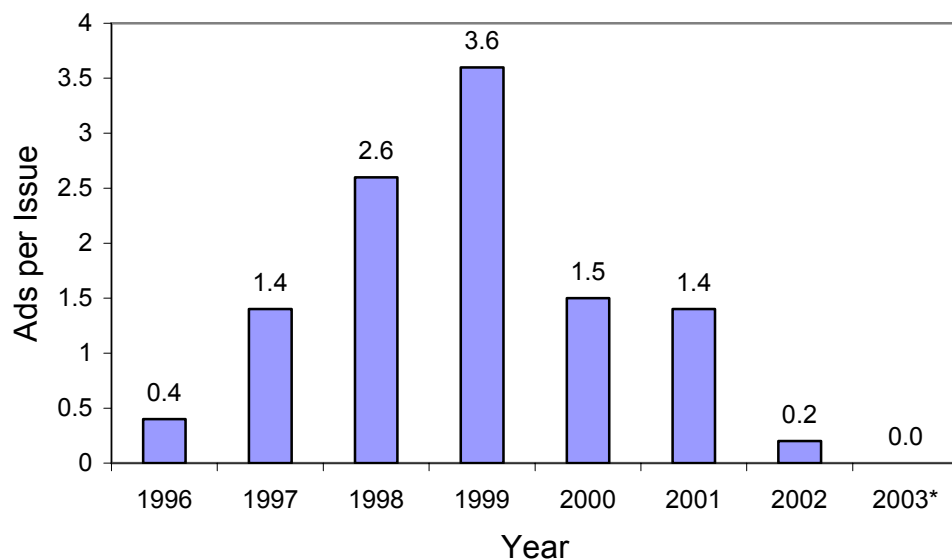


Bar night ads for Lucky Strike, Benson and Hedges, and Marlboro placed in California weekly entertainment newspapers in 1998 and 1999, listing individual bars, some with planned entertainment.

In 1998 and 1999, the ads featured the following themes: *Marlboro Unlimited Nights*, *The Camel Page*, *Club Benson and Hedges 100 Nights Live!*, *Lucky Strike Force Circuit Breaker—Your Information Filter to Avoid Overload*, and *Virginia Slims Dueling Divas*. Ads appeared to target young adults, listed many venues in a busy format, and featured graphics and text rather than photographs. Campaigns for Benson and Hedges (*Dueling Divas*) and Winston listed donations that would be given to worthy causes from the event proceeds. Lucky Strike ads were edgy and used humor and sex as a hook (note the message of *LU ST* in the background of the ad in Figure 1).

The presence of bar night ads in a sample of California weekly entertainment newspapers was monitored from 1996 to 2003 by the TIME Project. As Figure 2 illustrates, the number of ads increased steadily from 1996, with a mean of 0.4 ads per issue to a peak of 3.6 ads in 1999, then declining to 0.03 ads per issue in 2003. It has been suggested that tobacco companies shifted advertising dollars to promotions in 1999 when MSA restricted use of advertising dollars for billboards (Pierce and Gilpin, 2004). However, in 2000, Philip Morris—manufacturer of Marlboro, Virginia Slims, and Benson and Hedges, three brands running bar promotions—withdrew most of its advertising from print publications (Kirk, 2001). Since 2000, print ads promoting tobacco company-sponsored bar nights have decreased in prevalence. Alternative methods were employed to notify potential patrons of the events, such as direct mail and password-protected Web sites for adults (Schuster and Cruz, 2005).

Figure 2. Average Number of Bar Night Advertisements in a Sample of California Weekly Entertainment Newspapers, 1996-2003



Source: Unger and Cruz, 2005.

*Average number of ads for 2003 is less than 0.01.

Note: Data for 1996-2000 is based on seven California newspapers.

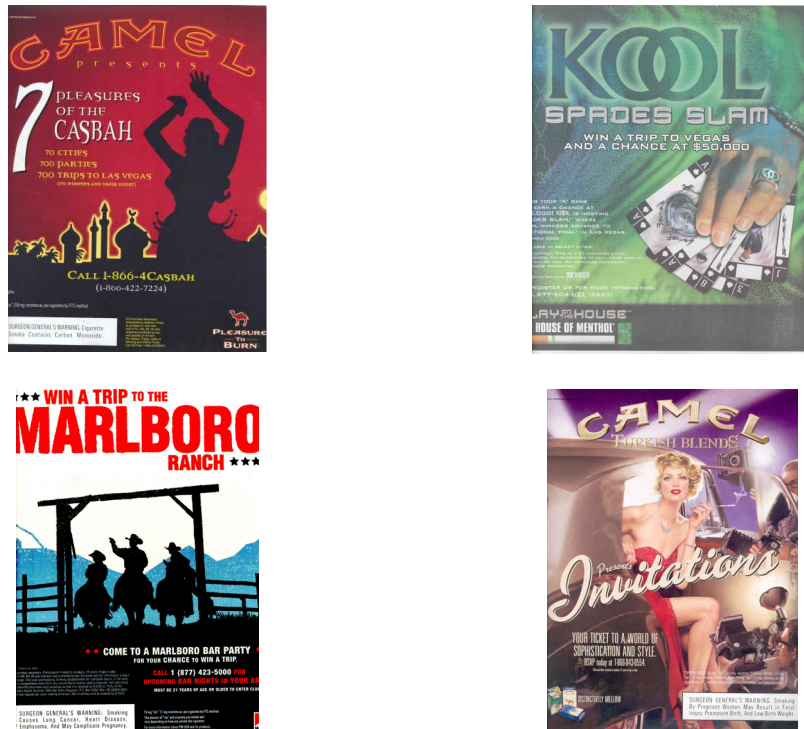
Data for 2001-03 is based on six California newspapers.

A similar trend from the mid- to late 1990s was noted in a study conducted by Sepe and Glantz (2002). Through their monitoring of entertainment newspapers in urban areas, they found a 300 percent increase from 1994 to 1999 in the number of ads for bar and club events. Entertainment-focused tobacco promotions increased from 8 to 337 ads in San Francisco and from 8 to 351 ads in Philadelphia. As the authors indicate, placing ads in the entertainment section of alternative newspapers serves a dual purpose. It promotes upcoming tobacco-sponsored events to club-goers while increasing brand visibility among a specific target audience (Sepe, Ling, and Glantz, 2002). On another level, such ads also associate tobacco and specific tobacco brands with a hip and exciting lifestyle, one that includes attendance at concerts, bars, and nightclubs.

After the MSA went into effect, ads in newspapers which promoted tobacco-sponsored bar events diminished in frequency. By 2001, they were seen infrequently in either weekly newspapers or magazines. Instead of listing each bar, the ads usually featured contests and toll-free numbers to call for locations of tobacco-related bar promotions where patrons could enter sweepstakes to win a trip (Figure 3). In 2004, the ads began to list Web sites that adults could log onto to learn about brand promotions and, in some cases,

upcoming events (Cruz, Soto, and Jouharzadeh, 2005b; Unger and Cruz, 2005). In 2004, Camel forged a promotional link with Playboy clubs and the American Music Awards (the tickets to be won in the Camel ad in Figure 3).

Figure 3. Win a Trip Ads



The Camel ad in sports Illustrated in 2001, Kool and Marlboro ads in weekly newspapers in 2002, and the Camel “Invitations” ad in Rolling Stone in 2004, all list toll –free telephone numbers that provide details on bar promotions in which patrons could win a trip. The 20004 Camel ad ran both in magazines and direct mail, and featured a Web site in addition to the phone number.

Similar ads were sent by direct mail to names on the tobacco companies’ direct mail database lists. Callers to the dedicated phone lines and visitors to the Web sites were required to confirm adult age, though no proof of age was required. Names could then be entered into databases for marketing purposes such as direct mail promotions (Lewis et al, 2004; Schuster and Cruz, 2005).

Frequency of Bar Promotions

The prevalence of bar promotions has not been systematically studied in California. However, the TIME Project developed lists of bar events announced in ads and in reports sent by the tobacco companies to the California Attorney General in 2000, 2003, and 2004.

Table 1 lists the number of adult-only promotions announced, by sponsor, during 2000, 2003, and 2004. Comparisons were made to all of the bars listed in all bar

ads in California's seven leading weekly entertainment newspapers in 2000, monitored by the TIME project (Cruz et al., 2003a).

There was a large increase in the number of bar promotions announced by tobacco companies in California during 2004. In all, there were 37,936 bar promotions announced in 2004, up from 332 bar nights, 40 fraternity events, and 44 adult-only booths announced in 2003.

Table 1. Number of Bar Promotions Announced in California in 2000, 2003, and 2004, by Tobacco Brand or Company Sponsor¹

Sponsor	Year		
	2000	2003	2004
Basic	0	1	0
Camel	257	3	34,822
Kool	15	14	6
Marlboro	137	77	2,802
USST	3	238	306
Lucky Strike	65	0	0
Total Promotions	477	332	37,936

Sources: Monthly listings from the California Attorney General for USST (2003 and 2004), Marlboro (2003 and 2004), and Camel (2004); direct mail materials; toll-free telephone numbers; and tobacco brand Web sites (Cruz, Soto, and Jouharzadeh, 2005b).

2000 Sources: Listings in bar night ads in seven weekly newspapers, and occasional notices from the California Attorney General; 2003 and 2004.

¹ Not all announced promotions took place.

Most of the 2004 events (34,822, or 92 percent) were bar promotions announced for Camel, followed by 2,802 (11 percent) bar promotions ("name generation events") for Marlboro, 306 (.08 percent) bar promotions for USST, and 6 (<.001 percent) bar promotions for Kool. The number of USST promotions remained relatively consistent from 2003 to 2004. In July 2004, site visits were made by TIME staff and Project SMART Money volunteers to 27 of the announced Camel promotions yielding 2 sites (7.5 percent) that had Camel promotions, 22 sites (81.5 percent) that had no evidence of promotions, and three sites (11 percent) that were out of business. While there was a notable increase in announced Camel promotions from 2003 to 2004, these on-site observations suggest that only a small percent of the announced Camel promotions actually took place. The Camel bar campaign was launched in April 2004. Following complaints by the Attorney General about the lack of accuracy in July 2004, the reporting for Camel may have become more accurate. The number of events announced by USST may also be higher than the number of events actually held. Observers and key informants for this study have

determined no clear reason for the lack of accuracy in announced bar promotions.

Promotional Strategies Used at Bars

In 1999, 2000, and 2001, Camel Casbah parties featured marketing staff in costumes and roles including magicians, belly dancers, and masseuses. The parties often included various performances and light shows (Figure 4). Patrons were given silk net bags with coasters, cigarettes, belly button lights, and finger cymbals, all in exchange for their names and addresses for direct mail databases. Parliament Party Zone staff wore blue Hawaiian shirts, had large displays like the Parliament cardboard trashcan in Figure 4, and provided contests like the stacking of ice cubes in exchange for prizes. Marlboro staff, dressed in red and black, provided multiple games for patrons such as video games and contests intending to match something the patrons had each been given with other patron's items, all in exchange for the patrons name and address. Contest winners were give a chance to win a trip to the Marlboro racing school or the Marlboro Ranch. Promotional materials used mountain sports or auto racing themes (Cruz et al., 2001; Policy Advocacy Resource Tobacco Network Education Response System Strategy Exchange, 1999-2001).

Figure 4. Promotional methods used at bat nights



Camel marketing staff person dressed in a costume distributes gifts at the Camel Casbah party, 1999; the Parliament Party Zone featured cardboard displays and marketing staff in blue Hawaiian shirts; Camel Bar napkins advertised a Web site to visit for more promotions; Marlboro marketing staff gave away a lighter wrapped in a cardboard sleeve the encouraged the recipient to sign up a friend on the Marlboro Web site.

By 2003, bar promotions for most brands had changed. Kool still maintained the contest format to lure bar patrons and publicized its events on Web sites and in print ads. Marlboro, Camel, and USST, however, were less aggressive and it was difficult to know where and when they might show up at a bar. Beginning in 2004, the California Attorney General had voluntary arrangements with Philip Morris and USST and a mandatory arrangement with R.J. Reynolds to be notified of upcoming bar promotions in which items or tobacco would be distributed. These schedules, in turn, were announced on the TIME listserv, which went out to tobacco control advocates throughout California for the purpose of soliciting observers.

At the Marlboro and USST promotions, staff would set up a table in the bar with some sort of incentive and a machine or a contest form used to obtain names and addresses. Indeed, Marlboro called their promotions “Name Generation Events” in their schedules. Marlboro patrons received a discount coupon and a lighter with a Web site and password to sign up themselves or a friend for mail or email promotions (Figure 4). Camel patrons received free samples of cigarettes. USST bar patrons often received a free sample of Skoal, Copenhagen, or Revel with instructions on how to use the products, a discount coupon, or a chance to win a prize or trip. According to observers, the intent in these cases seemed to focus more on collecting names and addresses than on entertainment.

The Kool bar promotions were the exception in terms of the entertainment value associated with these events, though the events were few in number. Brown and Williamson launched the Kool Disc Jockey (DJ) Mixx campaign in 2004 using

“poets of urban hip hop,” models, settings, and language of urban nightlife to reach young African Americans. The campaign was featured on DJ Web sites, in magazine ads with an information compact disc (CD) attached, and in direct mail (Figure 5).

Figure 5. Kool DJ Mixx announcement Vibe Magazine, 2004



Kool DJ Mixx bar nights were well attended, with 250 patrons at one event in Los Angeles in April 2004. The focal point of the event was the DJ Battle. In front of the DJ booth was a two-feet by four-feet plasma screen with a recurring video loop of “Kool Smooth Fusion” and other Kool product ads. “Kool Women” approached patrons and offered a gift bag in exchange for a name and address. The Kool bag contained one pack of Kool Mintrigue cigarettes, an issue of *VIBE* (a consumer magazine focused on young adult African-American entertainment and lifestyles), a coupon for a free one-year subscription to *VIBE*, a silver butane lighter that emitted a green flame, a coupon for Kool cigarettes, and a raffle ticket with a chance to win a trip to the Playboy Mansion. Once the women scanned the patron’s driver’s license on a hand held computer, patrons were offered one pack of the new Kool Smooth Fusion cigarettes flavored Smooth Berry, Mocha Freeze, or Vanilla (TIME, April 2004). In some of the Kool DJ Mixx promotions, patrons were given a cardboard cigarette package wrapper featuring a three dimensional DJ image that could be reused to wrap around and decorate cigarette packs.

The campaign spurred a national protest because it targeted African American youth. Attorneys General in three states, using evidence from the TIME project and other observers, were able to obtain injunctions against parts of the campaign (TIME, April 2004).

In 2005, Reynolds American Tobacco Inc., formerly R.J. Reynolds, became the new manufacturer of Kool. The company added Kool to its lineup of bar promotions and changed the promotional format. In 2004 and 2005, Reynolds marketing crews provided a list to the California Attorney General of more than 1,000 urban California bars the marketing staff might potentially visit and distribute free samples. The scheduled visits seemed to occur at the discretion of the crews, based on the crowd in the bars, so the marketing staff might or

might not visit at the scheduled times. Patrons were given a pack of cigarettes if they provided their drivers licenses for scanning for the Reynolds database.

Observations of bar promotions conducted between March 1, 2003 and March 31, 2004, found that 40 percent of the events involved the collection of personal information by checking ID or processing sweepstake entries (Table 2); collecting personal information occurred at 70 percent of USST-sponsored events. Marlboro and USST had relatively high rates of tobacco distribution (at 91 and 63 percent of company-sponsored events, respectively). Philip Morris gave away complimentary items at 90 percent of the events sponsored by that company. These items were non-branded and primarily functional items (lighters, CD holders, cup holders, and t-shirts).

Table 2. Summary of Bar Observations by Tobacco Company or Brand Sponsor, March 1, 2003–March 31, 2004

Sponsor	N (%)	Permitted <21 Years ¹	Contact Info Collected	Free Tobacco	Complimentary Items ²
		N (%)	N (%)	N (%)	N (%)
USST/Skoal	27 (45.8)	2 (7.4)	19 (70.4)	17 (63.0)	10 (37.0)
Phillip Morris/Marlboro	22 (39.2)	1 (4.5)	1 (4.5)	20 (90.9)	20 (90.9)
Kool	6 (10.1)	0 (0)	2 (33.3)	2 (33.3)	1 (16.7)
Lucky Strike	2 (3.4)	0 (0)	0 (0)	0 (0)	0 (0)
Camel	2 (3.4)	0 (0)	1 (50.0)	1 (50.0)	1 (50.0)
Total	59	3 (5.1)	23 (40.0)	40 (67.8)	32 (54.2)

¹Sites permitting patrons under age 21 included fraternities admitting college students, or facilities with restaurants open to youth at a separate time or location from the tobacco promotion.

²Includes lighters, CD holder, beaded necklace, cup holder, t-shirt, stickers.

Tobacco companies also used bar promotions to encourage the trial of new product lines through free sampling and coupon distribution. For example, bar patrons could test and provide feedback on Red Kamels, Revel, and Camel Exotic Blends, and flavors such as “Midnight Berry,” Kool, and Vanilla Skoal. Newer or prospective smokers may be more receptive to flavored tobacco as it has a smoother taste than regular brands.

AOF at Public Events

Prior to the 1998 MSA and STMSA, tobacco booths at public events in California were rarely identified as “adult-only.” In 1996 it was not unusual to see sampling booths set up and accessible much like every other booth at events, open to public view and interaction. For example, at the 20th Anniversary Low Rider

Tour in Los Angeles in 1996, young Latino men thronged around the Skoal exhibit two deep to be photographed with scantily dressed women sitting on the hood of the Skoal Bandit Low Rider Car. While waiting in line for the pictures, the young men were given free samples of Skoal and instructions on how to use it. At the Muncey Cup Boat Races in San Diego in 1996, artists drew portraits of adult participants alongside Joe Camel in areas where children were gathered (Cruz et al., 1998).

With the advent of the MSA and the STMSA, the first true AOFs began to emerge, though it was not until 2000 that serious efforts were made to enclose the booths so that youth could not see or walk inside. The change in booths developed as enforcement efforts were organized to document and report marketing violations.

In 1999 and 2000, observers from the TIME Project and Project SMART Money provided documentation of sampling booth violations, such as the ones in Figure 6, which led to enforcement actions by the California Attorney General.

Figure 6. Sampling booths without boundaries



The Copenhagen sampling booth at the Livermore rodeo in 1999; the Timberwolf booth, Mid-State Fair, Paso Robles, 2000; the Winston Real Deal sampling booth, Sonoma, 2000.

The Copenhagen booth at the 1999 Livermore rodeo had a security guard but was simply roped off from traffic so that the promotions were still in the view of children. In that same year, Timberwolf booths at the Mid-State Fair in Paso Robles and the Watsonville Speedway did not need to comply with the MSA because the manufacturer, Swedish Match, did not sign the STMSA. However, the booth staff gave away free tobacco samples on public property, a violation of state law. The Attorney General notified Swedish Match of the violations, and a settlement was arranged that was used to fund a tobacco control project. The campaign funded by the settlement was called “Buck Tobacco Sponsorship.” It was an organized effort by the Tobacco Free Events Project to reduce tobacco sponsorship at events and reduce or eliminate AOFs at rodeos. Photographs and onsite event observations at the fair and the race-track taken by Project SMART Money event observers provided the documentation used by the Attorney General in this enforcement effort (Attorney General, 2001).

The Winston booths at several races in 1999 and 2000, including race tracks in Sonoma and Fontana, were found to be open to public viewing so that children could see in the booths (Figure 6). In 2000, the California Attorney General filed a complaint with R.J. Reynolds, resulting in an agreement that booths would be enclosed in the future (Attorney General, 2000).

During the 2001 to 2004 period, there were 242 tobacco-sponsored events in California monitored by the TIME Project. They are listed in Table 3 (Cruz, Soto, and Jouharzadeh, 2005a). USST sponsored rodeos, motorcycle races, and auto races, and Winston, Kool, Marlboro, Players, and Timberwolf sponsored auto races. At many of these public events, booths or tents or mobile big-rigs were present with promotional images on the outside and coupons or tobacco samples given away on the inside.

Table 3. Number of Tobacco-Sponsored Events and Percentage of Adult-Only Facilities, 2001 – 2003			
Event Type	Year		
	2001	2002	2003
	N_{Event} (%AOF)	N_{Event} (%AOF)	N_{Event} (%AOF)
Rodeo	30 (36.7)	44 (22.7)	44 (50.0)
Auto Racing	13 (38.5)	11 (45.5)	16 (50.0)
Motorcycle Racing	4 (0.0)	4 (0.8)	9 (55.6)
Other Events ¹	18 (0.0)	29 (0.0)	20 (0.2)
Total Events	65 (24.6)	88 (20.5)	89 (42.7)

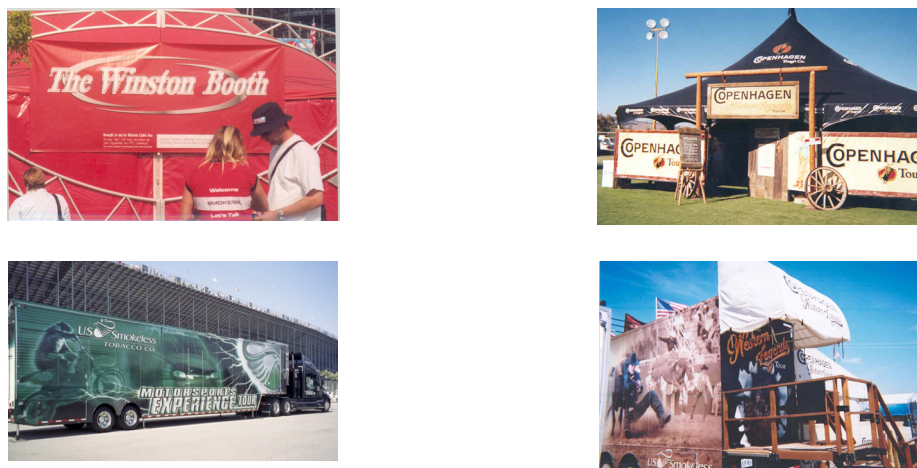
¹ Includes fairs/festivals, museum exhibits, music/performances, sporting events.

Rodeos featured the greatest number of AOFs, while motorcycle-racing events had the fewest. Little change in the number of AOFs was apparent from 2001 to 2002; however, a 111 percent increase was evident from 2002 to 2003 (from 18 to 38 events with AOFs). The greatest percentage of tobacco-sponsored events with AOFs was found in 2003 (38 out of 89, or 43 percent). As of 2003, nearly half of all tobacco-sponsored events in California included an AOF, almost double the percentage of 2001.

In 2001, 2002, and 2003, the tobacco companies maintained more elaborate and varied AOF designs at public events, compared to the years immediately following the passage of the 1998 MSA and STMSA. The designs included

booths, tents, yurts, and big-rig trucks. The booths and tents, the simplest form of AOFs, were constructed of plastic panels and walls and often covered with logo-bearing banners. Yurts featured saloon-style doors with wooden panels. The big-rigs were mobile marketing units, ranging from 20 to 50 feet in length, airbrushed with compelling imagery and the corporate slogan for the tour. Figure 7 illustrates four of the USST mobile units at California events. These units opened up to serve as AOFs, complete with interactive games, such as a mechanical bull to ride or a simulated race pit crew experience, with prizes such as hats. Coupons and free tobacco samples were common, along with contests and incentives to register for direct mail databases.

Figure 7. Winston Cup Racing Series Booth, Fontana, 2002



Rancho Mission Viejo Rodeo, 2002; USST Motorsports Experience Mobile Big Rig, Fontana NASCAR Race, 2003; USST Western Legends Tour Mobile Big Rig, Oakdale Rodeo, 2003.

Skoal Bandit, a smokeless tobacco product consisting of moist snuff packaged in teabag-like pouches, is a starter brand that has been a leading advertiser in young adult magazines in 2002 and 2003 (Unger and Cruz, 2005). Free samples were made available in combination packs distributed by USST, along with cans of flavored Skoal and Copenhagen. For visitors who said they do not use tobacco, USST marketing staff at two events suggested Revel, instead. Revel is a smokeless tobacco product that comes in small pouches and does not require the user to spit. Examples of the pouches given away by USST are shown in Figure 8.

In 2001, brand-sponsored AOFs began to appear at corporate-sponsored events. For example, a Copenhagen booth, shown in Figure 7, was a brand promotion found at a USST corporate-sponsored rodeo. The USST Motorsports experience rig (Figure 7) offered Skoal promotions inside, though the rig was set up at a race sponsored by Winston and Timberwolf. Through discussions between the California Attorney General and the tobacco companies, it was clarified that MSA permits brand promotions as long as the spaces are enclosed and do not permit youth to step inside or see inside the booths.

Figure 8. USST Free Tobacco samples given away at the Poway rodeo in 2002



On the outside it has the USST slogan, Go Smokeless, Join the Millions. On the back it shows the corporate name. Inside it offers an array of USST products, with instructions on how to use spit tobacco, discount coupons, and a chance to win a cash prize.

Amy Hertz, Deputy Attorney General with the California Attorney General, noted in July 2004 at a CDPH, California Tobacco Control Program, Project SMART Money workgroup meeting, that repeated complaints by observers in California made the companies more aware that they were being monitored. The Attorneys General in other states also became more aware as a result of California's actions. Consequently, booths became more difficult to see inside, but there was still a large surface on the outside that permitted visual appeals that in general did not include tobacco use warning labels similar to those found on cigarette packages.

At the same July 2004 workgroup meeting, Phil Priesman, also an attorney with the California Attorney General, remarked that AOFs have improved in several ways. Following repeated complaints about AOF practices in 2000 and 2001, USST worked out a memorandum of understanding in which the company agreed to limit its promotions to one AOF at each event, improve screening that would exclude youth from its AOFs, discourage youth loitering near AOF entrances, and check for adult ID before giving away tobacco samples. The company does not always abide by these rules, but the corporation knows that observers are monitoring events in California so there is more caution. At the same time, brand signage on booths at some events has gotten worse. USST has expanded its booths so that they are now entertainment venues in their own right, with games and contests and celebrities such as rodeo champion Ty Murray.

College Fraternity Events

In 2003, there were 40 college fraternity promotions announced in California, all by USST. Table 4 provides a comparison of the locations of bar promotions and fraternity events in 2003. Although most bar promotions were in the urban counties of San Diego, Los Angeles, and San Francisco, in contrast, the fraternity events were prominent in college towns located in agricultural areas (such as Butte, Fresno, and Yolo counties).

Table 4. Number of Tobacco-Sponsored Bar and College Fraternity Events in California in 2003, by County		
County	Bar Events	College Fraternity Events
Butte	36	7
Contra Costa	5	0
Fresno	31	16
Los Angeles	32	3
Orange	13	2
Riverside	17	0
Sacramento	21	0
San Bernardino	20	0
San Diego	62	1
San Francisco	31	0
San Luis Obispo	10	4
Santa Barbara	5	2
Santa Clara	8	0
Solano	5	0
Ventura	7	0
Yolo	12	5
Other ^a	17	0
Total	332	40

^a Counties with fewer than five bar events included Alameda, Colusa, Imperial, Kern, Kings, Monterey, Napa, Placer, San Mateo, Shasta, Sonoma, Stanislaus, Tehama, and Tulare

The fraternity promotions were closed to observers unless they were college students, and in some cases the tents were accessible only to fraternity members and guests. Reports of fraternity promotions at the University of California, Davis, in June 2002 and October 2003 describe two USST promotions (Project SMART Money Strategy Exchange, 2002, 2003). At the first promotion, USST had a booth set up in the back yard of the fraternity. ID and age were checked at the front door so only adults were given the purple bracelet needed to get tobacco. Free samples, like the ones shown in Figure 8, and raffle tickets were being given away at the booth along with a pen and cup holder and a t-shirt with the USST logo on it. At the second promotion, student ID rather than a driver's license was required, so age verification was not enforced. The USST table was set up in a main room. Because the table was poorly monitored, students were observed taking extra tobacco samples and raffle tickets. One of the observers reported that two fraternity members were employed by USST. These observations suggest that fraternity events are not as closely monitored as public events.

Discussion

Bar promotions have been regularly scheduled in California since at least 1996, usually in large urban cities. Tobacco companies used the appeal of entertainment in the earlier years to lure bar patrons and would periodically schedule major events such as Camel Casbah parties. Before 2001, it was more common to find the events advertised in weekly newspapers. Since 2001, it has been more difficult to identify tobacco industry bar promotions. Instead, tobacco marketing staff visit most of their assigned bars routinely and sign up interested customers who are willing to trade their names and addresses (copied from their driver's licenses) for an incentive item such as a cigarette lighter or chance to win a trip. New tobacco products are routinely given away in venues where cigarette use becomes associated with relaxing and having a good time with friends.

AOFs have undergone notable changes since 2001. Before 2001, designs consisted of a few feet of space marked off with refuse containers or hay bales and encircled by ropes. Such facilities appeared at public events, with relatively unrestricted access. Because some earlier designs of AOFs were not enclosed, instances of tobacco sampling and distribution were visible to youth. Monitoring activities by Project SMART Money volunteers and the TIME Project coupled with enforcement work by the California Attorney General and local advocacy work by projects throughout California have led to more compliance with the MSA and the STMSA.

A few strategies were developed to counter the spread of adult-only promotions in California, including the following:

- Monitoring and documenting violations of tobacco marketing restrictions and the state sampling law.
- Community organizing efforts, such as Tobacco's Trick, Be Aware, We Are Tobacco's Victims, and the Buck Tobacco Project, designed to help bars and event organizers adopt voluntary policies rejecting tobacco monies and tobacco promotions.
- Recognizing owners and organizers that adopt voluntary policies by giving them a letter of commendation from the California Attorney General;
- Media campaigns that raise awareness with the public that bar and rodeo tobacco promotions are not desirable.
- Applying public pressure on bar and rodeo organizers to discourage them from permitting tobacco promotions.

These efforts serve to notify the tobacco industry and other states that California is watching closely and ready to enforce all possible restrictions on marketing. There have been some notable achievements, such as the adoption of 78 policies by bars and restaurants rejecting tobacco sponsorship, leading to inoculation in the bar environment and a message to the local communities that bar sponsorship is not the norm. Enforcement of the state sampling law also appears to have been effective. The enforcement of security measures that keep

youth from entering AOFs has led to penalties and agreements between the California Attorney General and two tobacco companies. Methods used to recognize and reward bars and events that pass policies are probably more successful, in the long run, than shaming them, as strategies to bring these AOF gatekeepers into partnerships with tobacco control projects. The long-term goal in these partnerships is to denormalize tobacco use.

Limitations

This research is limited by data available for secondary retrospective analysis. Most of the data is qualitative in nature. As such, the design limits generalizations. Instead, the results provide an initial look at tobacco promotional activities for the purpose of identifying issues needing more investigation and analysis. Observers may have missed some events and promotional activities. Races and rodeos were usually selected for observations because they had a history of marketing violations or were large events. Both of these reasons could affect the likelihood of finding AOFs. Bar and fraternity events were identified when tobacco companies announced them to the California Attorney General. For several reasons, this method could have resulted in an under-inflated or over-inflated count of annual bar and fraternity events. Variations in the sources of data each year limits the conclusions that can be made about trends in promotions over time.

Recommendations

- Maintain and expand documentation of tobacco industry-sponsored events to monitor and enforce compliance with the MSA, STMSA, and state restrictions on distribution of free samples of tobacco.
- Maintain funding of the California Attorney General's Tobacco Litigation Unit to enforce violations of the MSA, STMSA, and tobacco sampling laws, as their efforts have helped to restrict the visibility of tobacco promotions and to improve security practices of AOFs.
- Maintain and improve the provision of AOF schedules and bar promotions to the California Attorney General to facilitate monitoring of the MSA, STMSA, and tobacco sampling violations. The lists provided should be expanded to include the exact hours that the tobacco companies will be conducting their activities.
- Develop relationships with event organizers to counter tobacco sponsorship from within the organizations. These relationships are critical because federal preemption and First Amendment guidelines make it difficult to counter the elaborate displays and interactive environments of AOFs at public rodeos, races, and fairs. Each event has important constituencies, such as the rodeo cowboys and the racing team owners that the organizers will see as their highest priority to support. Tobacco control efforts will need to develop strategies that do not challenge or weaken the relationships between the organizers and their most important constituencies.

- Deliver media campaign and advocacy efforts in the community to inoculate event patrons before public events at which there will be AOFs.
- Aim counter-marketing efforts in bars and fraternities at the bar staff and fraternity leaders, who can help denormalize tobacco use and inoculate patrons against the risks of occasional tobacco use. These measures could also help protect patrons against the likely sequelae of direct mail promotions.
- Encourage Pan-Hellenic organizations on the campuses and at the national level to reject tobacco-sponsored events at fraternities.
- Enact state and federal legislation prohibiting tobacco sampling on public land, with penalties linked to each unit distributed.
- Fund research exploring legal avenues for policy development and enforcement to further restrict tobacco sampling.

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Appendix A

Tobacco-Sponsored Bar Event Observation Form Revised Edition Dated December 05, 2001

TOBACCO-SPONSORED BAR EVENT OBSERVATION FORM
CONFIDENTIAL

Name of bar _____ Address, City _____

Date of visit __/__/__ Time Monitored __: __ am/pm to __: __ am/pm

Is this bar listed in a tobacco brand-sponsored newspaper or magazine or direct mail ad source?

Yes ___ No ___ Unsure ___ If Yes, please attach ad or describe (tobacco brand, publication name and date, etc.) _____

If there is a special event (e.g., band contest) featured at the bar, specify: _____

Type of Bar: Pick 4 words to describe bar/club or crowd (eg., sports, gay, young adult, blue collar, pierced, live band, etc) _____, _____, _____, _____

Smoking inside bar during observation, or evidence of recent smoking in bar: Yes ___ No ___

If Yes, then details or evidence of smoking (e.g., full ashtrays) _____

Does bar sell tobacco products directly to patrons (i.e., not through vending machines) Yes ___ No ___

Audience. Estimated total attendance at time of observation _____

Age: %<18 ___ %18-20 ___ %21-24 ___ %25-30 ___ %over 30 ___

Gender: %Male ___ %Female ___

Ethnicity: %White ___ % African Am ___ %Hispanic ___ %Asian/Pac Isl ___ %Other ___

Tobacco marketing logos or promotional activities.

Circle all below that were present in bar or at entrance to bar, if they were used to promote a tobacco brand (e.g., Lucky Strike matchbook, napkins with Camel logo) and describe (e.g., brand, number, type, location, any wording on it, whether give away as prizes, etc. Please use back if need more space.):

Napkins _____
Matches _____
Ash Trays _____
Signs/banners _____
Tobacco display boxes _____
Coasters _____
Freestanding "tall ashtray" bins with tobacco logo or name _____
Brand-sponsored performers _____
Marketing staff _____
Free Tobacco _____

Other Giveaways _____
Games _____
Contest _____
Patron's name/address collected _____
Brand or event signage visible from outside bar? (if yes, please give location, wording, etc.) _____
Other items or activities? _____

Additional Comments: _____

Observer(s) Name, phone, email: _____

Please send completed forms and any marketing items, photos and bar night advertisements to the TIME project, at USC, to be reviewed for possible MSA violations:

Tess Cruz, TIME Project
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